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ABSTRACT

This booklet provides background information about the Texas library system for both new and experienced system advisory council members and lay representatives. It is noted that most of the material included was previously distributed at the 1980 System Advisory Council Conference. Five sections are presented: (1) "The Public Library and the Texas Library System," by Colonel Charles Nelson; (2) a description of the history of library systems in Texas, including a chronology of events and an excerpt from a 1976 publication concerning library cooperative efforts; (3) "The Texas Library System: Organization, Governance, and Advisory Bodies," by Colonel Charles Nelson; (4) information on the Texas State Library and Archives Commission, the State Librarian, the Texas Library Systems Act Advisory Board, the Systems Study Committee, the Library Services and Construction Act (LSCA) Advisory Council, and the Library Development Division of the State Library, including organizational charts, membership lists, descriptions of activities, and checklists of responsibilities and functions, with an additional description of systems operations at the state level; and (5) lists of documents submitted to the Texas State Library and required documents for the Annual Plan of Service. Background readings listed in the table of contents are not included. (ESR)

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TEXAS SYSTEM ADVISORY COUNCIL
INFORMATION BOOKLET

Texas State Library
1982

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TEXAS SYSTEM ADVISORY COUNCIL INFORMATION BOOKLET

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INTRODUCTION

The Texas System Advisory Council Information Booklet was prepared by the Texas State Library and the Planning Committees for the Texas System Advisory Conferences. The purpose of the booklet is to provide background information about the Texas Library System for new system advisory council members and lay representatives. As a review, experienced advisory council members will find the information helpful.

Although most of the material in the booklet was distributed at the 1980 System Advisory Council Conference, several new sections are included. As an interested citizen and a firm believer in the value of quality library services, Colonel Charles Nelson, a member of the Conference Planning Committee, contributes two new sections: "The Public Library and the Texas Library System" and "The Texas Library System: Organization, Governance, and Advisory Bodies." He presents the complex relationships between the local public library and the library systems in a clear and logical style. As a member of the Laredo Public Library Advisory Board and the South Texas Library System his experiences enrich the information booklet with his clear explanations about the many complex issues facing the Texas Library Systems.

The 1982 System Advisory Conference was planned by council members for council members. We all hope that you will find the Conference a valuable experience.

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**THE PUBLIC LIBRARY
AND THE TEXAS LIBRARY SYSTEM •**

THE PUBLIC LIBRARY AND THE TEXAS LIBRARY SYSTEM

I. INTRODUCTION

The following discussion has been prepared to acquaint lay persons and newly joined librarians with the Texas Library System and the relationship between the system and Texas public libraries.

This overview is by no means a complete explanation of what is actually a complex relationship. References are cited for the convenience of those who wish more detailed information about the matters discussed.

II. SYSTEM DEVELOPMENT

The Library Systems Act, adopted in 1969, enabled the Texas State Library and Archives Commission, acting through the Texas State Library, to establish a state library system consisting of a network of public library systems, interrelated by contract.

While the Act enabled the Commission to encourage and assist in the establishment of individual public libraries, the Commission is not authorized or required to establish such libraries itself. The Commission is only authorized to bring existing public libraries together in a system formed to improve statewide library service and to serve, collectively, the entire population of the state.

To accomplish this, the Act authorized the Commission to divide the state into geographical regions, each including at least 4,000 square miles, and to designate a large public library in each region as a major resource center (MRC).

The Commission was also authorized to establish standards as a prerequisite for system membership, with membership being on a voluntary basis. Within each region, the libraries which met accreditation standards and which applied for membership, were attached to the regional MRC for system services. These services were funded and provided by contracts made between the MRC's municipal government and the State Library.

Public libraries depend almost entirely on local support, most of which comes from city or county governing bodies through appropriation of local public funds. Historically, local government has been very reluctant to appropriate funds for library support in Texas, and this has substantially hindered library development at the local level.

To accomplish its objective of improving statewide library service through a state system, the Commission first had to encourage increased local library support. This was done with a carrot and stick technique. Local support effort was necessary to meet system membership accreditation standards, but membership brought services which, in many cases, could not be afforded at local level as well as eligibility for state and federal grants.

By 1980, 78% of the libraries reporting to the Texas State Library had qualified for and accepted state system membership. Of the 83 libraries which did not hold membership, all but three served populations of less than 25,000 persons. This suggested that special effort is still needed to encourage and assist library development in the state's smaller cities and towns and in sparsely populated counties.

III. HOW PUBLIC LIBRARIES ARE ESTABLISHED

The references cited here may be found by their article numbers in Vernon's Annotated Civil Statutes (VACS) or in Library Laws of Texas, a compilation of pertinent legislation which was issued by the Texas State Library in 1980.

Many of the public libraries in Texas were informally established by women's clubs, then later formally and legally established as municipal public libraries, county free libraries, or libraries operated by non-profit corporations but open to the public. Here, we are only concerned with the manner in which public libraries are legally established.

Article 1015(33), VACS, enables city governing bodies to establish municipal public libraries. Adopted in 1974, this article is brief, broad, and permissive, allowing city government wide latitude in the manner of establishment.

Article 1677 through 1696a, VACS, enable or, in some instances, require county commissioners' courts to establish county free libraries, to join with cities and/or other counties to provide library service, and to contract for library services from already established libraries such as those operated by non-profit corporations, cities, or other counties.

Privately funded libraries open to the public may be established under the provisions of Article 1396, VACS -- the Texas Non-Profit Corporation Act. A library established under the Texas Non-Profit Corporation Act must receive its financial support in whole or in part from public funds and is freely open to all persons to be designated as a "public library."

Under the provisions of Article 4413(32C), VACS, the Texas Interlocal Cooperation Act, cities and counties may also make agreements or contracts concerning library services for the public. The intent of this act is to avoid duplication of services at the local governance level, and agreements made under provisions of the act do not necessarily involve the full scope of all public library services. For example, a county library might agree to provide bookmobile service for a city library, with both libraries continuing independent operation otherwise.

IV. PUBLIC LIBRARY SERVICE AT THE LOCAL LEVEL

When we review public library service at the city and county levels of local government, we find a variety of situations, each of which must be considered in relation to the state library system and to system membership. These situations include:

- (1) Unserved counties in which there are no county or municipal libraries, and in which no arrangement has been made to contract for service from an already established library located outside the county.
- (2) Counties in which the only service is provided by a county free library.
- (3) Counties in which the only service is provided by a municipal public library, funded entirely by the municipality.
- (4) Counties in which a county free library and one or more municipal libraries operate independently of each other.
- (5) Counties in which a county library and one or more municipal libraries have joined in a consolidated library system, operating under one governing body, with one of these libraries designated as the main library and the others as branch libraries.
- (6) Counties which have joined by contract to provide a multi-county library service, operating under one governing body.
- (7) Situations in which two or more independent libraries in one or more counties have joined by contract to form a federated library system, with each library retaining its independence, but with a "headquarters" set up for the system to provide services which all libraries share, such as automated cataloging or central purchasing.
- (8) Counties or municipalities which receive service from a privately funded library, operated by a non-profit corporation, and which make some allocation of public funds for support of this library.

V. QUALIFICATION FOR SYSTEM MEMBERSHIP

Under authority given by the Library Systems Act (Article 5446a, VACS), the State Library and Archives Commission adopts Rules and Regulations which establish policy for the Texas Library System. These include standards which public libraries must reach to qualify for system membership.

While other criteria are involved, the standards which have most effect on local government concern annual per capita local expenditures, library collection size, staffing, and hours of operation. Each of these four standards is scaled according to the size of the population which the library serves. Experience suggests that libraries serving large populations, in most instances, have less difficulty in meeting accreditation standards than do small libraries.

The Commission's policy has been to grant membership to individual public libraries, to consolidated library systems as systems, and to federated library systems as systems. Therefore, when we speak of a state system "member", we may be speaking of an individual library, a consolidated local system, or a federated local system.

This is an important consideration in system affairs at regional and local levels for two reasons. The individual public library and the consolidated system operate under one local governing body, while the federated system does not. Also, the regional MRC provides service to the main library of a consolidated system, not to its branches, but service is given directly to each member of a federated system.

In some instances, the difficulty which small libraries have in qualifying for state system membership has been an incentive for forming local consolidated or federated systems. However, as a local policy, some federated systems require all of their libraries to qualify independently for state system membership, even though such membership is awarded to the federated system as a unit, i.e., Hidalgo County Library System.

VI. PARTICIPATION IN SYSTEM AFFAIRS

After qualifying for membership, the public library, consolidated system, or federated system can take an active part in the development of both regional and state system policies and services. But this participation is essentially voluntary. The influence which the system member has on such matters depends on the effort which the member can and wishes to make.

The Library Systems Act requires the governing body of each state system member to annually elect or appoint a lay representative. Within each region, lay representatives meet once a year to fill vacancies on an elected six-member regional Advisory Council. Other general meetings of the membership may be held during a year if desired.

We may think of the advisory councils as regional advisory library boards, formed to advise and assist the MRC in matters concerning regional system services. But in addition to this advisory responsibility, the Rules and Regulations for the Library Systems Act give such councils another function which has become very important in system affairs. This is to review all MRC-proposed plans, programs of service, and budget estimates, and to indicate agreement or disagreement before such documents are sent to the State Library for final action.

At this point, we must digress briefly to cover the manner in which state system services for members are funded and provided.

The State Library and Archives Commission receives funds for Texas Library System operation from both state and federal sources. After the expenses of the State Library itself have been met, the Library Systems Act requires that remaining state funds be allocated to the ten regional systems, with 25% being divided equally between the regions and the other 75% being apportioned on a per capita basis. In general, available federal funds are allocated on much the same basis.

Early in each calendar year, the State Library informs each MRC of the approximate amount of funds which that MRC can anticipate for the coming state fiscal

year, which begins on September 1st. With this as a general guide, the MRC, with advice from its Advisory Council and regional system membership, updates its long range plan of service and prepares a detailed proposed annual program of service and budget estimate. When this has been approved by the State Library, the State Library, acting for the Commission, contracts with the MRC's municipality to provide the services in question.

This procedure gives the MRC substantial latitude to develop regional programs and to determine the regional funding priorities for these programs. Through the Advisory Council's program and budget review function, the regional membership can both assist in and influence this regional programming. Usually this is accomplished by program evaluation and planning committees, consisting of member librarians and lay representatives appointed by and reporting to the Advisory Council. But the manner in which this is done is determined by regional policy and is not necessarily the same in all regions.

In theory, each member librarian and each lay representative has equal opportunity to participate in regional system planning and policy determination. But in fact small library participation is limited by staffing and by funds available for travel, which can involve distances of several hundred miles for round trips. Experience suggests that large libraries tend to participate more actively and more consistently in system affairs than do small libraries.

Some regional systems have attempted to remedy this by dividing themselves into two or more areas, giving small libraries better opportunity to participate in area meetings, whose recommendations are then presented at regional meetings and to Advisory Councils.

VII. RECEIPT OF SYSTEM BENEFITS

Most commonly, members receive system benefits in the form of services or what amount to grants in kind, provided by regional MRCs operating under contract with the State Library. One of the most important services, interlibrary loan, is provided to both members and non-members. Other services are normally limited to members alone, but exceptions can be made as a matter of regional policy.

Under the Rules and Regulations, not more than 50% of the system operation grant funds which MRCs receive from state sources can be used to assist members with collection development. In practice, some regions emphasize this service heavily while others do not. This benefit comes in the form of grants in kind: books or other materials purchased by the MRC for delivery to system members.

Experience has suggested that local governing bodies, in some instances, see system collection development assistance as a substitute for local expenditures to acquire collection materials. For this reason, the Rules and Regulations require each regional system to adopt an incentive formula for such assistance. The thought is that system assistance would be scaled in proportion to local collection development effort.

System membership carries with it eligibility for specified types of grants, made by the State Library when funds are available. Funds for such purposes have not been plentiful.

An intangible but very significant benefit comes through continuing education programs, professional guidance available to members, State Library and regional newsletters, and the opportunities which member librarians and lay representatives have to meet, exchange ideas, and join in plans for improving library services.

VIII. CONCERNS OF SYSTEM MEMBERS

The fact that the great majority of all Texas public libraries have voluntarily become members of the Texas Library System demonstrates that these libraries see the system as being needed and beneficial. However, the public libraries, viewing the system from the local level, are not unanimous in expressing satisfaction with the Library Systems Act and with the system as it now operates. The sunset review of the Texas State Library Agency, currently in progress, is now focusing attention on a number of expressed membership concerns.

By definition, the state library system was formed to improve statewide library service. However, membership is limited by the Library Systems Act to public libraries alone. For this reason, system resource sharing networks cannot reach out to include academic libraries, school libraries, and specialized libraries. Nor can the State Library and Archives Commission act to encourage development and improvement of school libraries, operating at elementary and secondary levels, where need for improvement is great. Active "grassroots" effort is being made to recommend legislation which would enable a multi-type state library system.

System governance at the regional level has been viewed by many members as unsatisfactory. The concern here is that the MRC, which provides regional services, is governed by its municipality, not by a regional body. Also, that the reimbursement made to municipalities for system contract administration has become so high that regional system programs are having to be reduced or eliminated entirely.

Another matter which has been debated is the allocation of state and federal funds to the regional systems. Some feel that this allocation should be entirely on a per capita basis, others that the 25% divided equally between regions should be increased.

Whatever action may come as a result of these and other expressed concerns, the fact that such concerns are expressed evidences that the public library, operating at the local level, is very conscious of the state library system. We should all recognize that this system is still very new and is still in the process of evolution. Without doubt, effort and recommendations by all concerned will be needed before the system can reach its highest possibilities.

COMPARISON OF SYSTEM PROGRAMS

July 1982

To save space the following codes are used:

- 1 - Abilene (Big Country Library System)
- 2 - Amarillo (Texas Panhandle Library System)
- 3 - Austin (Central Texas Library System)
- 4 - Corpus Christi (South Texas Library System)
- 5 - Dallas (Northeast Texas Library System)
- 6 - El Paso (Texas Trans Pecos Library System)
- 7 - Fort Worth (North Texas Library System)
- 8 - Houston (Houston Area Library System)
- 9 - Lubbock (West Texas Library System)
- 0 - San Antonio (San Antonio Area Library System)

PROGRAMS	1	2	3	4	5	6	7	8	9	0
Automated Systems					X		X	X	X	
AV Collection Other Than Films	X	X			X*	X	X*		X	X*
Books by Mail	X	X		X	X	X				X
Central Support Consultation Continuing Education	X	X	X	X	X	X	X	X	X	X
Collection Development	X	X	X	X	X	X	X	X	X	X
Film Services	X	X	X	X	X	X	X	X	X	X
Programming					X		X**			
Public Relations Public Information Publicity Printing	X	X	X	X	X	X	X		X	X
Reciprocal Borrowing		X			X					
Reference Backup				X						
Rotating or Extension Collections (Print)	X	X							X	

* Video

**Video Production

HISTORY OF LIBRARY SYSTEMS IN TEXAS •

HISTORY OF LIBRARY SYSTEMS IN TEXAS

CHRONOLOGY OF EVENTS

1962 Texas Library Association (TLA) Library Development Committee was charged to design a plan to upgrade libraries and provide for cooperation.

1963 Skeletal plan for statewide library development published.

1964 Texas plan for utilizing LSCA funds developed; it included the Skeletal plan...'s designation of three sizes of public libraries.

Library Services and Construction Act (federal) was revised to help develop all libraries within a state, not just rural ones.

1966 First Texas Governor's Conference on Libraries met. Delegates suggested drafting legislation for state aid to libraries which would be administered under a system plan.

State Library staff and TLA committee established ten service areas, each area was formed around a Major Resource Center Public Library.

1968 Library Systems bill prepared by TLA Legislative Committee, and presented to TLA members.

TLA Task Force publicized the proposed bill. Citizen's committee supported bill.

1969 Senate Bill 122 introduced by Senator Jack Hightower and Senator A.M. Aikin, Jr. House Bill 260 introduced by Representative Joe Shannon, Jr.

House bill amended to include a funding formula.

Library Systems Act passed by both Houses and signed by Governor Preston Smith.

\$25,000 appropriated from state funds for systems. A system planner was employed at the State Library.

1971 \$50,000 appropriated for systems for each of FY 1972 and FY 1973; it was distributed to the systems according to the funding formula.

1974 State Library allocated \$1.8 million from LSCA funds for system support.

Campaign began for adequate state funding of systems.

1975 Legislature allocated \$1 million for systems for FY 1976 and \$2 million for FY 1977. State Library continued to allocate LSCA funds to supplement state funding.

Public Administration Service was employed by State Library to review the Library Systems Act.

- 1976 PAS study presented to TLA members and to State Library. TLA tabled the study.
- 1977 Legislature allocated \$2,134,803 for FY 1978 and \$2,103,380 for FY 1979 for systems. State Library continued to supplement systems with LSCA funds.
- 1978 Texas Conference on Library and Information Services met. Two system resolutions were adopted:
That Systems and Library Development be given a higher priority (level 4) in State Library budget and that the Library & Archives Commission "work diligently to achieve this goal in the 1979 Legislature."

That funding for statewide library development be aggressively sought for the 1980-81 biennium at the level of \$1.00 per capita.
- 1979 TLA ad hoc committee proposed a revised Library Systems Act to include all types of libraries. Proposal tabled by TLA members.

Texans for Libraries was established as a spin-off of the Texas conference for Library and Information Services and the White House Conference. As an incorporated group of lay persons, members worked toward \$1.00 per capita for statewide library development to be approved by the Legislature in 1981.
- 1980 Library Systems Act Advisory Board was requested to determine a method of evaluating and reviewing the Library Systems Act.
- 1981 Texas Legislature allocated \$4.3 million for FY 1982 and \$4.4 million for FY 1983 for statewide library development program, which raised state funding from 16¢ to 31¢ per capita.

Texas State Library and Archives Commission began certifying county librarians, which was a function previously performed by the State Board of Library Examiners.
- 1982 Library Systems Act Advisory Board completed its study of the Library Systems Act, which recommended that (a) each system have the option of admitting school, public, and academic libraries, and that (b) each system be given the option of being governed by a major resource center or by a membership-elected governing board. These recommendations for statutory changes will be considered by the Commission in the fall, 1982.

Texas Library Association Council approved recommendations of the Texas Library Association Executive Board and Legislative Committee supporting greater flexibility in the Library Systems Act. Systems would be permitted to become membership-based rather than governed by MRCs. School, academic, and special libraries would be admitted as members.

Sunset Advisory Commission reviewed the statutes and mission of the Texas State Library and Archives Commission, with open hearings to be held in October, 1982 to review the staff report.

Texas Library Association's Legislative Committee and Public Libraries Division jointly created an ad hoc committee to study direct aid grants to public libraries.

Prepared by Elizabeth Crabb and updated by Pat Smith from the history available in the PAS study and from personal knowledge.

THE LIBRARY COMMUNITY URGES COOPERATIVE EFFORTS FOR LIBRARY DEVELOPMENT IN TEXAS

*Statewide library development was a key issue with members of the Texas Library Association for at least a decade prior to adoption in 1969 of the Library Systems Act. In 1962 the Library Development Committee of the Association was charged with the responsibility for designing a basic plan that would upgrade individual libraries, and, at the same time, provide for cooperation among libraries at the local, district, regional, and state level. The Skeletal Plan for Statewide Library Development, as it was called, was the first such plan for Texas that envisioned the systems concept (Texas Libraries, 1963, pp. 53-69). The pattern of service recommended in the Plan was based on cooperation among all types of libraries and did not limit participation to just those libraries supported by tax dollars collected at the local level. The Plan also called for revision of the library laws of Texas, for checking the feasibility of implementing voluntary certification of librarians, and for the accreditation of libraries. The Association then began five years of work publicizing the Plan and campaigning for the improvement of statewide library services. Other developments also occurred during these formative years that individually or in combination provided impetus to adoption of the Systems Act.

In July, 1963, a subcommittee of the Library Development Committee began preparing standards for public libraries serving areas containing 50,000 or more residents. For libraries serving fewer people, the Committee recommended the adoption of the American Library Association's Interim Standards for Small Public Libraries (Texas Library Journal, 1964a, p. 30). Standards were later devised for school library programs and for college and university libraries. These published standards, along with the supplementary "Guidelines for Measuring Progress" (Texas Library Journal, 1965a, pp. 24-27) provided the goals and measures deemed important for implementing the Statewide Plan for Library Development, as the "Skeletal Plan" later came to be known.

Suggestions were made by members of the Library Development Committee's Subcommittee on Library Laws that also indicated a growing interest in systems. As early as 1966, the Committee supported the idea of state aid to libraries with a formula favoring systems over individual libraries (Texas Library Journal, 1966, p. 22).

Influence of State Grants in Fostering Library Development

Grassroots endeavors of this nature to bring about governmental action on an important public need are a significant part of the system of self-government of this democracy. Additionally, federal library programs also were influencing the course of library affairs in state government. The State Library was greatly aided by these programs in its attempts to foster library development throughout the State. The provisions of the 1964 Library Services and Construction Act (LSCA), abetted by adoption of enabling state laws, gave this agency a powerful means of assisting libraries. The State Library designated the Field Services Division to administer the federally sponsored program in Texas. Millions of federally distributed dollars brought library activities to

a level of dynamism exceeding any time in the country's history. There was no doubt in anyone's mind that one objective of the federal program was, and still is, to encourage a greater level of state participation in library development and ultimately for the State to assume primary responsibility for many of the programs initiated by federal funds.

Federal funds were allocated to those local libraries that showed a willingness to improve service through increased local tax support and to those that indicated a desire to improve service to a level set in the Standards and Guidelines approved by the Texas Library Association. Multi-county library systems also were encouraged by the State Library staff (Texas Library Journal, 1964b, p. 50).

A state plan for the utilization of the LSCA funds divided public libraries into three groups according to population served. Along the lines suggested in the Skeletal Plan for Statewide Library Development, the State Library Plan designated libraries serving the largest segment of population as Major Resource Centers; those serving populations between 10,000 to 199,999 were designated as Size II libraries or Resource Centers; and, those libraries serving populations under 10,000 were termed Area Centers or Size III libraries (Winfrey 1965, p. 86). In August, 1966, three years after the designation of libraries according to population served, members of the State Library staff met with the Library Association's Library Development Committee to set up ten service areas in the State. Each service area or district was formed around a Major Resource Center Library. The districts also formed the boundaries for field consultant services provided by the Texas State Library staff (Shultz, Marie, 1968, pp. 52-53). Later they were to become the basis for organizing cooperative library systems. Cooperative efforts varied in the ten districts and included interlibrary loan reference referral for the smaller libraries, centralized book processing, compilation of area union lists of serials, and the establishment of workshops conducted for librarians by the Major Resource Centers.

The State Government Listens: The Library Systems Act Is Approved

The First Texas Governor's Conference on Libraries was held March 23, 1966, in Austin. Its impact on the acceptance of the systems concept by the lay person was far-reaching. Over two thousand interested citizens and professionals dedicated to the idea of better library service to Texans attended the day-long meeting. Enthusiasm was high and there were suggestions for drafting legislation calling for state aid to libraries, the aid to be administered under a systems plan (Governor's Conference on Libraries, 1966, p. 32). Systems already were in operation in some states and similar preparatory steps were being taken in others. Conferees returned home to begin lobbying for such legislation to be introduced at the next meeting of the Legislature in January, 1967.

The Texas Library Association's Legislative Committee began preparing a library systems bill, but the Committee was unable to complete the final draft in time for introduction by the 1967 Legislature. The Committee's completed version was presented to the members of the Texas Library Association at the annual conference held in the spring of 1968 (Whit. . . Sam, 1968, pp. 42-49). Members

were urged to publicize the Systems Code so that legislative support would be assured for passage of the bill in 1969. The Task Force Committee created in 1967 by the Executive Board of the Library Association intensified its promotional efforts through a statewide public relations campaign. Staff members of the Texas State Library served as consultants to the Task Force Committee. In addition, the Association retained the services of an attorney to assist in the legal aspects of getting the Systems Code passed into law. A Citizen's Committee made up of prominent businessmen and civic leaders lent its support to the Bill (Texas Libraries, 1969, pp. 4-5).

On February 6, 1969, Senate Bill 122 was introduced in the Senate by Senators Jack Hightower and A.M. Aikin, Jr. On February 11, a companion bill, H.B. 260, was introduced in the House of Representatives by Joe Shannon, Jr. The language of both bills closely followed that drafted by the Legislative Committee of the Library Association with one important exception: the Association draft carried no provisions for allocating funds by formula. The House version of the systems bill, amended in the Senate to provide a formula for dispersing funds to the systems, finally passed both houses and was sent to Governor Preston Smith on March 17, 1969. The Governor signed the Systems Act into law March 20, 1969 (Texas Libraries, 1969, pp. 3-4).

Although the actual passage of the Systems Act took only forty legislative days, its passage was the culmination of seven years of joint effort between the Texas Library Association and the Texas State Library to make the Statewide Plan for Library Development a plan backed by law.

The Texas State Library and Historical Commission, the governing body of the State Library, was designated by the new law to administer library systems in the State. Although the State Library had been charged from 1909 to encourage libraries, because of its limited means, it had served only a modest role in this respect. Over the years it had been required to direct much of its attention to serving the State Government itself. The LSCA program had enabled the State Library to focus more of its energy on libraries throughout the State, primarily public libraries in accordance with federal orientation. Now, at long last, an improved state mechanism had been created for aiding and cooperating with libraries.

The Library Systems Act of 1969 did not reflect precisely, however, the 1964 Skeletal Plan for Statewide Library Development. In that plan a system of service involving all types of libraries was called for. The Act, however, dealt only with public libraries and excluded all other types of libraries from membership and from system benefits. The resulting public library systems could contract with other types of libraries to obtain services but were not authorized to extend services. This legal requirement led, therefore, to the creation of systems with membership limited to public libraries.

The Implementation of the Library Systems Act

The passage of the Library Systems Act did not result, however, in an immediate flowering of library cooperation under its provisions. The initial state appropriation was for only \$25,000, sufficient merely to employ a single staff

member as a planner. Nothing was made available for program execution. In FY72 the first of four annual program appropriations, each for \$50,000, was approved by the state legislature. This amount was distributed to the ten district library systems according to the legal formula in the Systems Act. It was barely enough to keep the systems concept alive. Skeptics were reinforced.

At this low point in the history of cooperative library development, the State Library, aided by the fortuitous availability of LSCA funds received after a long delay, decided that a critical time had come for infusing life into the moribund Systems Act. An entire year's federal appropriation under LSCA, totaling approximately \$1.8 million, was allocated to systems development in FY75. This was intended to enable the ten organized systems to demonstrate their ability to plan, organize, staff, and direct cooperative services at a level originally intended but until then impossible.

At the same time, a renewed effort was initiated to inform the State Legislature of the dire need of Texas citizens for more adequate public library services, which were lagging well behind national levels. Based on two-year plans of service prepared by the ten systems, the State Library asked for state appropriations of \$2.8 million in FY76 and \$3.9 million in FY77. Although reduced to about one and two million dollars respectively, the Legislature then made its first important appropriations in support of cooperative library development. The first year's state appropriation of one million dollars for systems operations would be supplemented again, under state legislation, by LSCA funds of approximately \$1.8 million. The total thus planned for FY76 exceeded the first year of substantial funding by an amount of one million dollars.

Consequently, the aspirations expressed by the Texas Library Association in 1964 began to be realized ten years later, even though only public libraries rather than all libraries were to be the direct beneficiaries. The responsibility was now passed to the public libraries of Texas to demonstrate their ability to work collectively under the new law and to achieve a much higher level of library service for their patrons, one which could not have been achieved by continuing under more isolated, unstructured arrangements. They were provided \$1.8 million in FY75, and expected \$2.8 million in FY76, and a minimum of \$2.0 million in FY77 even without expected but unspecified federal funds. The challenge was passed to the ten district library systems, and it remains there at this time, to prove that the promise of better library service through cooperative endeavor can be effectively carried out. Continued public support of this concept may rest on their forthcoming record of performance.

*A Study of the Texas State Library System. PAS, March, 1976, pp. II-1-II-5.

**THE TEXAS LIBRARY SYSTEM: ORGANIZATION,
GOVERNANCE, AND ADVISORY BODIES •**

THE TEXAS LIBRARY SYSTEM

ORGANIZATION, GOVERNANCE, AND ADVISORY BODIES

I. ORGANIZATION

As provided by the Texas Library Systems Act (Article 5446a, Vernon's Annotated Civil Statutes), the Texas Library System is organized as a network of public library systems, interrelated by contract.

The system is administered by the Texas State Library and Archives Commission, acting through the State Librarian and the Library Development Division of the Texas State Library.

Under authority of the Library Systems Act, the Commission has divided the state into ten geographical regions, covering the entire state, and has designated a large municipal public library in each region as a major resource center (MRC).

Using state and federal funds, the State Library contracts with the MRC's municipality to provide regional systems services as determined by programs and budgets which the State Library approves each year.

Within the state, public libraries governed by counties, cities, or non-profit organizations are granted system membership if they meet accreditation standards adopted by the Commission and if they apply for such membership. Membership, which must be approved and accepted by the applicant library's governing body, is entirely voluntary.

The Commission's policy is to grant membership to individual libraries, to consolidated library systems, and to federated library systems as systems. When membership is granted to a system, the Commission requires the system as a whole to meet accreditation standards but does not require all individual libraries or branches in the system to meet these standards. However, this may be required as a matter of local policy, i.e., Hidalgo County Library System.

After being given state system membership, the member library or system is attached to the MRC in its region for system services. It also participates in the election of a regional Advisory Council, and it may, if it wishes, provide representatives on regional committees which assist with program planning and evaluation.

If the Commission should, for any reason, change regional boundaries, those member libraries and local systems concerned would still retain state system membership but would be reattached to another MRC for services.

II. GOVERNANCE

When considering governance, we must first understand that governing authority can only be exercised by a legally established governing body and that this must be a single body.

At state level, governing authority over the Texas Library System is exercised by the State Library and Archives Commission.

At regional level, governing authority over services provided is exercised by the MRC's municipal governing body, acting as a contractor with the State Library. The regional "system" has no legal entity, nor does the region, as a region, have any governing authority over system matters.

At membership level, we find several governance situations:

- (1) The municipal public library, governed by the city's governing body (Article 1015[33], VACS).
- (2) The county free library, governed by the county commissioners' court (Article 1677, VACS).
- (3) The library operated by a non-profit corporation, governed by a board of directors or trustees (Article 1396-2.14, VACS).
- (4) A consolidated library system, formed when a county free library and one or more municipal libraries in the county join under one governing body, either county or city as may be locally determined, with one library being declared as the main library and the others as branches.
- (5) A federated library system, formed when two or more independent libraries in one or more counties retain their independence and separate governance but contract between themselves to set up a system headquarters for the purpose of providing common use services, such as automated cataloging. Arrangements of this type can be made under the Texas Interlocal Cooperation Act (Article 4413[32c], VACS).

The Library Systems Act provides that the powers of the MRC's governing body in no way diminish the powers of local government (Article 5446a, Section 11[e], VACS).

III. ADVISORY BODIES

Advisory bodies, constituted at state, regional, and local (member) levels have no directive or governing authority over the Texas Library System, but these bodies do have substantial influence on system affairs.

LSCA State Advisory Council

To comply with the federal Library Services and Construction Act, the State Library and Archives Commission appoints members to a LSCA State Advisory Council on Libraries for three year terms.

The LSCA requires that one third of the membership on this council be composed of citizens and that total membership include representation from the blind and handicapped, the institutionalized, public libraries, and other types of libraries eligible for LSCA federally funded assistance.

The Council's responsibilities are to advise the Commission concerning programs which are entirely or partially funded from LSCA sources, concerning funding priorities for these programs, and concerning broad policies adopted by the Commission in respect to such programs.

The scope of Council responsibilities covers much more than the Texas Library System, which is limited to public libraries, but the system does receive a substantial part of the LSCA funds allocated at the Council's recommendations.

Some of the areas in which the Council is very closely concerned with system affairs include fund allocation for the state interlibrary loan network, the MRC bibliographic network, and the review of all grant proposals requesting Title III funds used to set up multi-type library cooperative services.

LSA Advisory Board

The Library Systems Act requires the State Library and Archives Commission to appoint a five-member board of librarians for three year terms. The members advise the Commission concerning system policies (Article 5446a, Sec 4, VACS).

Unlike the LSCA Advisory Council, the LSA Advisory Board's only responsibility concerns the Texas State Library System, and it deals with system affairs on a much more detailed basis. The Board is particularly concerned with the Rules and Regulations for the Library Act, adopted by the Commission to establish system policies, including membership accreditation standards.

And where the LSCA Advisory Council is concerned with total funds allocated to the system, the LSA Advisory Board is concerned with the reallocation of these funds and with program priorities within the system.

Regional Advisory Councils

The Library Systems Act establishes an advisory council for each regional library system (Article 5446a, Sec 10, VACS). This council is composed of six lay members representing the member libraries and local library systems within the region.

In one sense, we can think of a regional advisory council as being what amounts to a regional advisory library board, formed to advise and assist the regional MRC. But the Rules and Regulations give these councils another function which has much influence on regional affairs. Before the MRC forwards a long range plan, annual program of service, budget estimate, or change to these documents to the State Library for approval, it must submit them to the regional advisory council for review. The council must then express its agreement or disagreement, and, if it disagrees, it must attach a statement of explanation. (see Rule 4.10, Rules and Regulations for the 1981-83 biennium)

To assist in program evaluation and in the review of proposed programs and budgets, the regional advisory council can appoint committees of member librarians and lay persons. This enables the regional membership to take an active part in developing programs which meet regional needs and interests and in determining the funding priorities for these programs, within the limit of total regional funding.

However, the recommendations of the regional membership and advisory council are not binding on the MRC, and these may be overridden by the MRC's municipal government when completing contract arrangements with the State Library.

Member Library Boards

In the case of a non-profit organization, the library board has governing authority over the member library.

In the case of the county free library or municipal public library, governing authority rests with the county commissioners' court or city council.

The primary role which the member library board has in system affairs is to advise and assist the library in its actions to remain qualified for system membership by meeting accreditation standards. The board may also initiate recommendations for regional or state policies concerning system matters. Or it may report system services which the board considers particularly helpful or unsatisfactory.

Although lay representatives are not required to be library trustees, library trustees often serve in this capacity.

Lay Representatives and Member Librarians

Member librarians are appointed by local governing bodies. Lay representatives are appointed or elected by such bodies to serve a term of one year, with no limit on the number of terms served.

Lay representatives may be elected to serve not more than two consecutive three-year terms on regional advisory councils. Both lay representatives and member librarians serve on regional system committees and may, from time to time, serve on state committees as well.

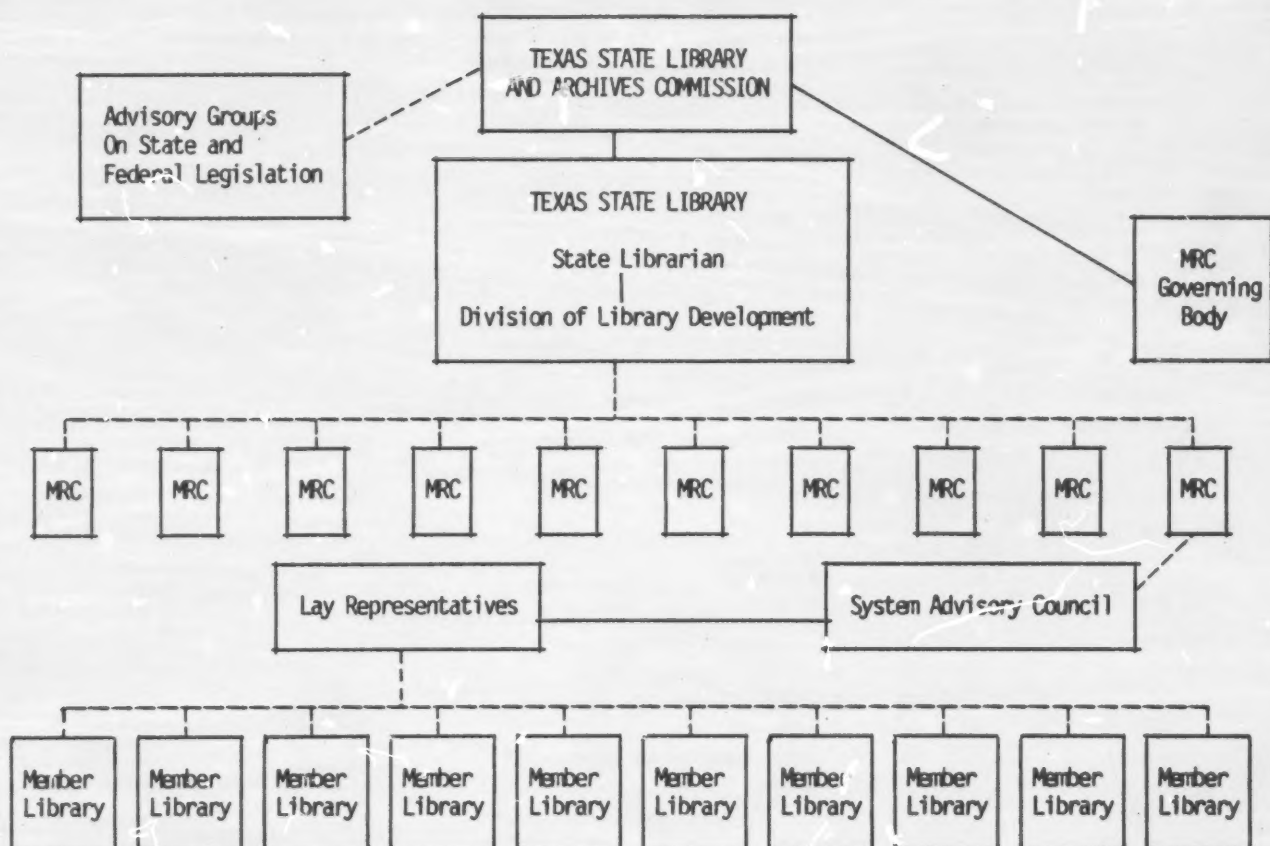
All of this participation is voluntary and made without compensation, though in some instances expenses incurred are reimbursable.

IV. ORGANIZAITONAL CHART

We cannot prepare a conventional organizational chart for the Texas Library System because there is no clear line of governance which runs from state level down to and including system member level. But we can indicate the flow of system actions, shown by solid lines on the chart which follows.

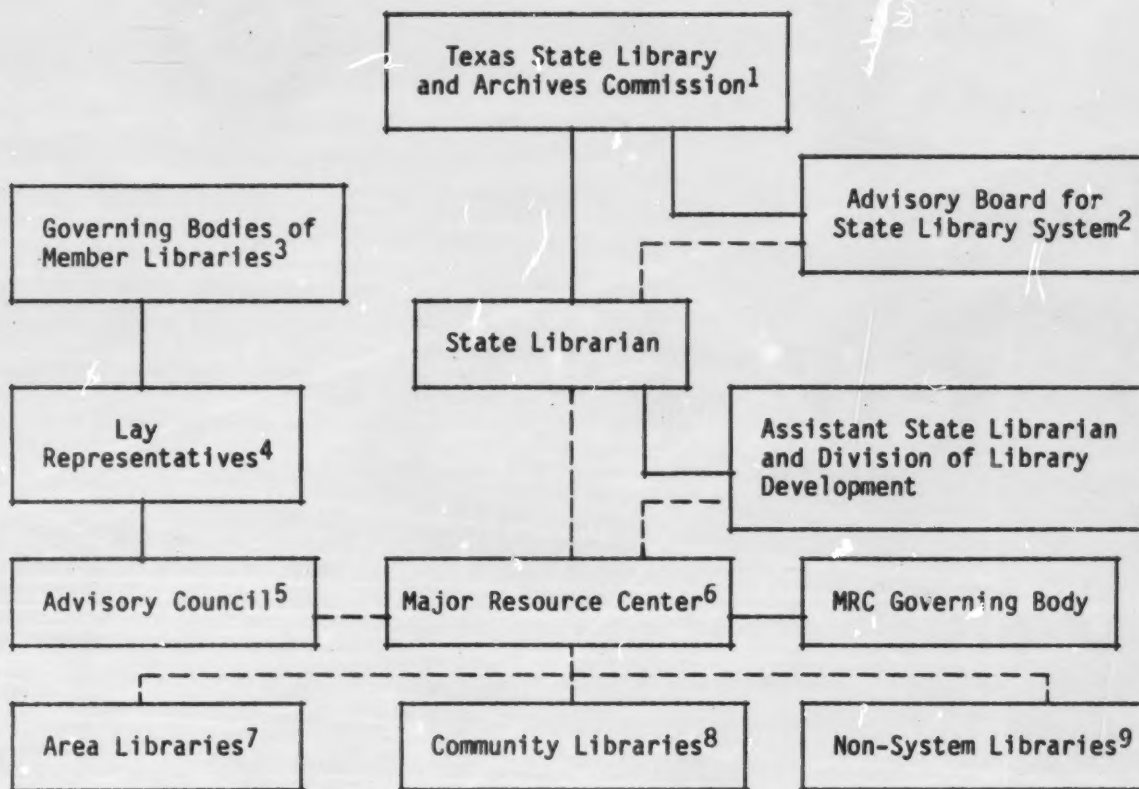
Dotted lines indicate the flow of advisory actions and recommendations, moving upwards from member level. You will note that member communications do not necessarily have to pass through the MRCs but can go directly to state level.

ORGANIZATION OF THE STATE LIBRARY SYSTEM:



**THE STATE LIBRARY AND ARCHIVES COMMISSION
AND THE TEXAS LIBRARY SYSTEM •**

ORGANIZATION OF THE TEXAS LIBRARY SYSTEM



1 The Commission has six members appointed by the Governor.

2 The Advisory Board is composed of five members, librarians, appointed by the Commission.

3 Library Boards, city councils, or commissioners' courts as the case may be for each member library.

4 Group composed of one representative of each governing board which meets once each year to elect members to the Advisory Council.

5 Advisory Council is composed of six members, one of whom must be selected or elected from the Major Resource Center.

6 A public library, currently one of ten, designated by the Commission and accepted by the governing body of the library to provide central system service and contract of state assistance.

7 Area libraries are designated by the Commission to serve a surrounding area with the geographical boundaries of a designated system, that has been accepted by their governing body.

8 Community libraries are accredited by the Commission for membership in a system, and may join by action of their governing body.

9 Non-system libraries are encouraged to meet standards for system membership.

LEGEND: _____ direct supervision and control
 - - - - - advisory role

State Library and Archives Commission

The State Library and Archives Commission (hereafter generally referred to as Library Commission or Commission) was created in 1909 by act of the Texas Legislature. It is composed of six members appointed by the Governor and approved by the Senate, who hold membership for terms of six years. The responsibilities of the Commission have been augmented from time to time. The 1961 legislature made quite clear that the "Commission shall be responsible for the adoption of all policies, rules and regulations so as to aid and encourage libraries,..." It is notable that there is no reference in this grant of authority to any particular type of library, such as public, academic, school, or special library. The authority is broad, in effect charging the Commission to encourage all libraries regardless of clientele, organization, source of financial support, type of collection, or other distinctions commonly applied among librarians.

The Commission also is charged in the same article to "aid those who are studying the problems to be dealt with by legislation," which appears to deal with legislation broadly, including legislative questions dealing with libraries.

The law also provides (Article 5436, Vernon's Annotated Civil Statutes) that "the Commission shall conduct library institutes and encourage library associations." The implications of these provisions include an in-service educational role for the State Library on behalf of all libraries, and professional and library development through associations of librarians.

Some of the legal provisions relating to the Library Commission relate to its role in connection with public libraries in particular, as institutions of special interest to the State. A basic responsibility of the Commission is "to adopt a state plan for improving public library services and for public library construction." The law specifically calls for the plan to include county and municipal libraries, and calls for it to specify "a procedure by which county and municipal libraries may apply for money under the state plan...." The Commission is authorized to enter into contracts with local authorities for meeting federal requirements in the expenditure of federal funds for improving public libraries, and to accept and administer federal funds for that purpose.

The Commission has a consultative role with respect to public libraries, being charged by law with giving advice regarding the establishment of public libraries, and in operational aspects including book selection, cataloging, and library management (Article 5436a, Vernon's Annotated Civil Statutes).

From "A Study of the Texas Library System," PAS, March 1976

Texas State Library and Archives Commission

Mr. Price Daniel, Sr., Chairman
1801 Lavaca
#7-G
Austin, Texas 78701
(512) 476-3798
(Term Expires 9-28-85)

Mrs. Ann Walker Cragg
316 Uvalde
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(Term Expires 9-28-87)

Mr. C. Stanley Banks, Sr.
640 Milam Building
San Antonio, Texas 78205
(512) 227-0145
(Term Expires 9-28-83)

Mr. Chilton O'Brien
1240 Petroleum Building
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Beaumont, Texas 77701
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Mrs. Ed Palm
6363 Lansdale Road
Fort Worth, Texas 76116
(817) 732-6618
(Term Expires 9-28-85)

Mr. John Ben Shepperd
P.O. Box 3908
Odessa, Texas 79760
(915) 337-2811
(Term Expires 9-28-87)

State Librarian

The State Librarian is the executive and administrative officer of the Commission. As such he assists the Commission in the formulation of policy and carries out the programs authorized by the Commission in accordance with law. He appoints, subject to Commission approval, personnel of the State Library. He is also required to ascertain the condition of all public libraries and report the results.

The 1969 Library Systems Act greatly increased the responsibilities of the State Librarian. He is the chief executive of the Commission in implementing this law. He prepares an annual plan for development of the system, administers the program of state grants, and promulgates the rules and regulations. In practice he delegates certain responsibilities to the Assistant State Librarian and the Division of Library Development.

Dorman H. Winfrey
Texas State Library
Box 12927/Capitol Station
Austin, Texas 78711

State Library Systems Act Advisory Board

This body was created by the Library Systems Act to advise the Commission and the State Librarian with respect to systems policies. The five members are all librarians and serve for three years. They are required to advise the State Librarian regarding rules and regulations formulated by him. In practice they are consulted broadly on operations under the Systems Act. Current membership consists of three public librarians, a school librarian, and one academic librarian.

Texas Library Systems Act Advisory Board

Mr. Paul Vagt, Chairman
Tarrant County Junior College
828 Harwood Road
Hurst, Texas 76053
(817) 281-7860, ext. 477
9-84 (Term expires)

Mrs. Cynthia Bennett, Director
Lewisville Public Library
151 West Church Street
Lewisville, Texas 75067
(214) 436-6417
9-84 (Term expires)

Mr. Irwin Sexton, Director
San Antonio Public Library
203 South St. Mary's Street
San Antonio, Texas 78205
(512) 299-7790
9-83 (Term expires)

Dr. Brooke Sheldon, Director
Graduate Library School
Texas Woman's University
Box 22905, TWU Station
Denton, Texas 76204
(817) 566-1455
9-82 (Term expires)

Ms. Christina B. Woll
Consultant, Library Services
El Paso Public Schools
P.O. Box 20100
El Paso, Texas 79998
(915) 779-4165 or 545-1050
9-83 (Term expires)

System Study Committee

The State Library Systems Act Advisory Board was charged with the responsibility of studying the effectiveness of the Texas Library Systems. The System Study Committee was composed of the Library Systems Act Advisory Board members and three lay citizens.

Mrs. Ed Palm
6363 Lansdale Road
Fort Worth, Texas 76116

Ms. Betty Anderson
5017 15th Street
Lubbock, Texas 79416

Dan Reynolds
P.O. Box 1324
Arlington, Texas 76010

LSCA Advisory Council

The LSCA Advisory Council is representative of the citizenry of the library community, including the institutionalized, the blind, and the disadvantaged. Appointed by the Texas State Library and Archives Commission for three year terms, the members of the Texas LSCA Advisory Council on Libraries traditionally have had the following major duties:

- Review the State Plan, as prepared by the Texas State Library staff
- Recommend any changes in the State Plan for consideration by the Texas State Library staff and the Texas State Library and Archives Commission
- Rank the projects described in the annual program in priority order for approval by the Texas State Library and Archives Commission
- Recommend to the Texas State Library staff and the Texas State Library and Archives Commission any policies or procedures to improve the administration of the LSCA program
- Review proposals submitted for Title III funding

Library Services and Construction Act Advisory Council

Mrs. Norma Stanton, Chairman
500 West Shady Grove
Irving, Texas 75060
(214) 253-5008
9-1-83

Ms. Evelyn Benton, Librarian
Deer Park Public Library
3009 Center
Deer Park, Texas 77536
(713) 479-5276
9-1-84

Mrs. Mary Frances Lamport
2606 Cascade Drive
Austin, Texas 78757
(512) 453-8802
9-1-84

Ms. Myra McDaniel
Attorney at Law
3910 Knollwood Drive
Austin, Texas 78731
(512) 345-0006 or 475-4721*
9-1-84

Mr. Robert Navarro
Hispanic International University
900 Lovett Boulevard
Suite 103
Houston, Texas 77006
(713) 780-4124 or 527-8215*
9-1-82

Mrs. Kathryn Thompson, Director
Learning Media Services
Division of Curriculum & Instruction
Spring Branch Ind. School District
P.O. Box 19432
Houston, Texas 77024
(713) 464-1511
9-1-82

Mr. J. O. Wallace
Director of Learning Resources
Library, San Antonio College
San Antonio, Texas 78284
(512) 734-7311
9-1-82

(continued)

Ms. Christene Green, Librarian
Giddings State School
Box 600
Giddings, Texas 78942
(713) 542-3686
9-1-82

Mr. Claude Melton, Principal
Los Encinos Elementary School
4609 Bonner (home address)
Corpus Christi, Texas 78411
(512) 854-9634 or 853-6283*
9-1-82

Ms. Jean Miller**
UT Health Science Center at Dallas
5323 Harry Hines Boulevard
Dallas, Texas 75235
(214) 688-2626
9-1-82

Ms. Dorothy Progar, Director
Waco-McLennan County Library
1717 Austin Avenue
Waco, Texas 76701
(817) 754-4694
9-1-83

Mr. James B. Stewart, Director
Victoria Public Library
302 N. Main
Victoria, Texas 77901
(512) 578-6241
9-1-83

Mr. William Stewart, Director
Lubbock City-County Library
1306 Ninth Street
Lubbock, Texas 79401
(806) 762-6411
9-1-83

*First phone number is a home number; second is work.

**Ms. Miller is filling the unexpired term of Mr. Pat Murphey.

LIBRARY DEVELOPMENT DIVISION

STAFF ORGANIZATION CHART

RAYMOND HITT, DIRECTOR

Patricia Smith, Manager
Systems Development

Catherine Lee
Grants Administrator

Irma Berry
Planner

Mitch Gidseg
Statistician

Edward Seidenberg, Manager
Network and Consulting Services

Bob Walton
Automation Consultant

Sydelle Popinsky
Continuing Education Consultant

Tom MacMorran
Network Consultant

Linda Robinson
Outreach, Institutional Consultant

Anne Ramos, Librarian
Library Science and Video Collection

Darla McBride
Video Clerk

Theresa Herrera
Library Science
Assistant
(1/2 time)

Maria Atkisson
Office Supervisor

Haven Toothman
Statistics Assistant

Bell Colyer
Communications Assistant

Sandra Clark
Administrative Assistant

Cindy Goodman
Administrative Assistant

Elizabeth Sifuentes
Network Assistant

Sandra Morgan
Administrative Assistant

Division of Library Development

This division of the State Library, headed by a director, supplanted the former Field Services Division in 1972. It consists of two operating sections, both of which have concerns involving the public library systems. Full-time planning and administration of systems matters are carried out in this division. It is the major operating arm of the State Library for executing responsibilities under the Library Systems Act.

Organization and Functions of the Division of Library Development

In its present form the division consists of two departments organized along functional lines and reporting to the division director. The major responsibilities of each component of the division are discussed briefly below.

(1) Office of the Director. As the chief administrative officer of the Division of Library Development, the director is responsible for the overall direction, planning, financial management, and supervision of the division's two departments within the framework of the State policies and applicable rules and regulations of the Library Services and Construction Act and the Library Systems Act. One of the six division directors of the State Library, the director works under the general administrative direction of the Assistant State Librarian, and confers frequently with the Assistant State Librarian and the State Librarian regarding budgetary, administrative, and operational matters pertaining to the division. Supervision is exercised over all assigned personnel.

(2) Network and Consulting Services Department. This department is responsible for the management and operation of the following statewide services:

- Texas State Library Communications Network (TSLCN): Provides loans of library materials and answers to reference questions through interlibrary loan referral centers in ten of the largest Texas public libraries. Services are available to public, special, two-year and four-year academic libraries via telephone, mail, and computer (OCLC).
- Library Science Collection: Provides materials, reference service, and technical assistance on all aspects of librarianship.
- Videocassette Lending Library: Makes more than 1000 3/4" videotapes available to libraries.
- Continuing Education Services: Designs and conducts workshops for librarians and library board members. Produces instructional manuals to compliment workshops or to be used as self-study guides. Publicizes training opportunities.
- Consulting Services: Provides advice and technical assistance to librarians on a wide variety of topics. Areas of particular expertise include establishing local libraries, automation of library activities, library services to special groups, and continuing education activities.
- Texas Reading Club: Provides professionally produced posters, bookmarks, reading logs, and certificates for the annual reading clubs sponsored by local libraries.

- Institutional Services: Operates a federally funded project to purchase books for public residential institutions, such as state hospitals, prisons, and state schools.
- Jobline: Operates a telephone recording service which announces job vacancies in the state.
- Public Information: Contracts with an advertising agency to produce radio and television announcements to promote the use of libraries.
- Informational Materials Distribution: Produces and distributes a wide variety of materials (e.g., a newsletter) to inform and aid librarians.

The staff of this department includes the manager, four consultants, and the library science librarian.

(3) Systems Development Department. The Systems Development Department is responsible for discharging the duties of the Texas State Library as mandated by the Library Services and Construction Act (LSCA) and the Library Systems Act (LSA). Generally charged with planning, monitoring, and evaluating a statewide network of regional library systems, the department performs the following primary functions:

- Prepares and periodically updates a long-range plan for statewide library development.
- Designs reporting instruments and procedures for the collection and analysis of data to assess the status of Texas library services.
- Establishes and implements a system to administer state and federal grants and negotiates, prepares, and monitors contract performance standards in accordance with state and federal statutes and regulations.
- Reviews and recommends funding for LSCA and LSA project applications.
- Establishes procedures and criteria to evaluate Major Resource Systems and local library performance, and to provide program documentation required by LSA and LSCA.
- Provides assistance to the Major Resource Systems in planning and implementing cooperative library programs.
- Studies and recommends new or revised legislation or policies for the improvement of library services.
- Obtains citizen input for statewide planning and development through the Library Systems Act Advisory Board, Library Services and Construction Act Advisory Council, and other advisory bodies.
- Prepares training materials and conducts training sessions for system coordinators.

Headed by a manager, the department is staffed by a grants administrator, a planner, and a statistician.

Systems Operations at the State Level

The concerns of the State Library with respect to development and operations face in two distinct directions. The first is toward the responsibility which it has been given by the Legislature and Governor for the operation of the Systems Act and the requirement of accountability for stewardship in this regard. The other is toward the goal of aiding public libraries to reach higher levels of service to the millions of patrons in Texas. These twin endeavors, sometimes appearing to be in conflict and subject to misunderstanding by parties who understand mostly one or the other, require a careful balancing and flexible approach. Either excessive demands upon the public libraries applied in greater measure and sooner than their understanding and ability to adjust, or failure to achieve a reasonable degree of progress in library development in the eyes of the state government, could prejudice the long-sought program which was ushered in by the Systems Act. The State Library, in its operations under the Act is required to steer a course that will bring about library development in terms of quality and speed that satisfy both the funding source--the State--and the implementing agencies--the public libraries. These dual concerns need to be kept in mind in reading the following discussion of operations of the library systems in terms of the administrative imperatives faced by the State Library.

Accountability to state government. More and more, as public expenditures have increased as a percentage of national income, governments are asking what benefits are derived. The State of Texas has recently instituted zero-based budgeting as a managerial scheme to provide program measurements and relate them to dollars expended. The State Library is subject to this procedure.

However, the State Library is not solely affected by the need for accountability. For those programs involving participation of aided libraries, and especially in the operation of library systems, the recording and reporting of performance and related costs cannot be done by the State Library alone. It requires the participation of every library in the system.

For the public libraries and the systems composed thereof the value of this comparative data is also important in planning and management. Therefore, the legal and political necessity of reporting performance data to the State is a form of self-service, both in securing managerial information for libraries' own use and for encouraging continued financial and program support from the state government.

Responsibility to library systems. The State Library has certain legal responsibilities to the ten Major Resource Systems set up under the Act. A singly important one is to prepare annually a plan of library development for public libraries of the State.

In practice, the leadership and coordinative roles of the State Library are critical to the full realization of system potential, as can be seen in efforts to bolster the strength of cooperative efforts, provide guidance in standards, and promote understanding of the program potentials in areas of little or no previous experience. Clearly implied is the State Library's responsibility for encouraging intersystem collaboration, a matter of particular importance to the

top fifteen or twenty public libraries, but one which also can vitally influence all libraries in regard to certain services where the artificial boundaries of district systems have little meaning. The State Library also is expected to receive and consider the mutual concerns of all types of libraries interfacing with system libraries. Similarly, the State Library has the implied responsibility of examining the state's potential role in multi-state and national system matters and participating in these wider concerns under the broad mandates of state law on behalf of all libraries.

Rules and Regulations. The Library Systems Act states that the State Librarian, with the advice of the LSA Advisory Board, proposes rules and regulations "necessary to the administration of the program of state grants, including qualifications for major resource system membership." The Commission then holds a public hearing and adopts the rules which will be in force for the following two years.

The Rules and Regulations are the official policies which must be followed. They are important in guiding the general operation and administration of the system; the biennial revisions provide an opportunity to adjust the system to meet current needs.

The Rules and Regulations are divided into four sections:

(1) Standards for Accreditation of a Major Resource System of Libraries

This section states the requirements and obligations of administering a major resource system.

(2) Minimum Standards for the Accreditation of Public Libraries

This section states the requirements which must be met by a public library in order to be a system member.

(3) Grants: System Operation, Incentive, Establishment and Equalization

This section details the policies and procedures for different types of grants.

(4) System Advisory Council

This section presents the policies regarding membership of an advisory council.

**PROCEDURES FOR DEVELOPING AND
SUBMITTING DOCUMENTS •**

LIST OF DOCUMENTS SUBMITTED TO THE TEXAS STATE LIBRARY

1. Long Range Plan
2. Zero Based Budget for Biennium
3. Annual Program of Service
4. Official Audits for State and Federal Monies
5. Expenditure Reports (4) of State, Federal and Program Income Accounts
6. Evaluation Reports (2) which include:
 - a) Revised and updated goals and objectives
 - b) Major activities and assessment of program's successes
 - c) Organization and operational problems encountered by the system
 - d) Other standard statistical reports as required
7. Property Inventory Records
8. Monthly Statement of Objectives and Standard Reporting Form
9. Indirect Cost Plan
10. Collection Development Formula
11. Plan to Serve Unserved Counties
12. System Bylaws

Annual Plan of Service
List of Required Documents

I. Option 1: Continue all programs from the previous year.

- A) Abstracts - describing each project, including the needs, objectives, evaluation procedures, and significance of the project.
- B) Revised Budget - broken into MRC expense codes and by program.
- C) Project Priority Table - ranking of each project.
- D) Quantitative Targets - given for each item on the Standardized Reporting Form.
- E) Statement of Objectives - locally determined objectives for each project proposed for implementation.
- F) Project Personnel - list of current and anticipated staff positions assigned to the system.
- G) LSA/LSCA Cover Sheet.
- H) Authorization for Application - signed by the MRC Director and mayor or city manager of the MRC. Chairman of the system advisory council signs Certification of Review by System Advisory Council.
- I) Documentation of Participation - of the system advisory council, system member libraries, and Tay representatives.

II. Option 2: Revision or amendment to previous plan.

Same documents required as above, but abstracts will include a description of the proposed changes and why these alternative approaches or changes were requested.

III. Option 3: Change in the plan of service.

The MRC submits a proposal document for each new project.

If a program is deleted from the previous year, a statement justifying why this is being done should be filed as well as evidence of the system members' concurrence with the deletion of the program.

Items A-I above in Option 1 should also be submitted.